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MONTANA STATE
HELENA, MONTANA

FISCAL YEAR 1992

ANNUAL REPORT

TO THE

STATE FAMILY SERVICES

ADVISORY COUNCIL



Helena, Montana
January 1993

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**ANNUAL REPORT TO THE STATE FAMILY SERVICES ADVISORY COUNCIL
FISCAL YEAR 1992**

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Hank Hudson, Director

**Annual Report to the State Family Services Council
January, 1993**

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Letter from the Director
January 27, 1993

I would like to take this opportunity to introduce myself and share my pleasure in being selected by Governor Racicot to be the Director of the Department of Family Services. I have accepted this appointment without reservation and with confidence because I know the quality and dedication of the people who serve in this department. I am proud to be a part of this organization.

As we proceed with this historic legislative session, every action this department takes must be consistent with its mission. This mission is to work with Montana's families to strengthen and support them in their homes and communities. Achieving this goal while ensuring safety and security is our great challenge.

For our department to succeed, we must identify a limited number of priorities and move forward with those. Providing support for families which will reduce or eliminate the need for out-of-home placements is one such priority. It is my hope that an additional benefit of this priority will be greater flexibility and some workload relief for our field workers.

It is also important that the department set clear targets and measure our progress against those targets. We will continue with that which works and discard that which does not. An additional goal must be to proceed with the fewest number of individuals as possible involved in administration, and the greatest amount of resources placed nearest our clients.

These times are being accurately characterized as times of economic crisis. However, leadership is the process of taking the challenge of the times and finding the opportunities for positive change. This is Governor Racicot's charge to his Cabinet, and a worthy challenge.

I am excited and eager to work with the Advisory Council, the department and the citizens of our state to hear your ideas and get to know you better. Thank you for your support and continued hard work.

A handwritten signature in dark ink, appearing to read "Hank Hudson", written in a cursive style.

Hank Hudson
Director of Family Services

EXECUTIVE SUMMARY

In the 12 months between July 1991 and June 1992, Montana citizens were sufficiently worried about the safety of a child in their community that they picked up the phone and reported their concerns...16,987 times. Under Montana law, the Department of Family Services (DFS) is charged with investigating each such referral. Some were resolved with a brief visit; others warranted lengthy investigation.

Last fiscal year in Montana:

- five children are known to have died as a result of abuse;
- DFS staff substantiated 6,270 incidents of child abuse and neglect, and had 3,493 children in foster care/out-of-home services;
- judges committed approximately 380 delinquent youth to the department's two juvenile corrections institutions; and
- people made 1,469 referrals because they believed an elderly or developmentally disabled adult was being mistreated.

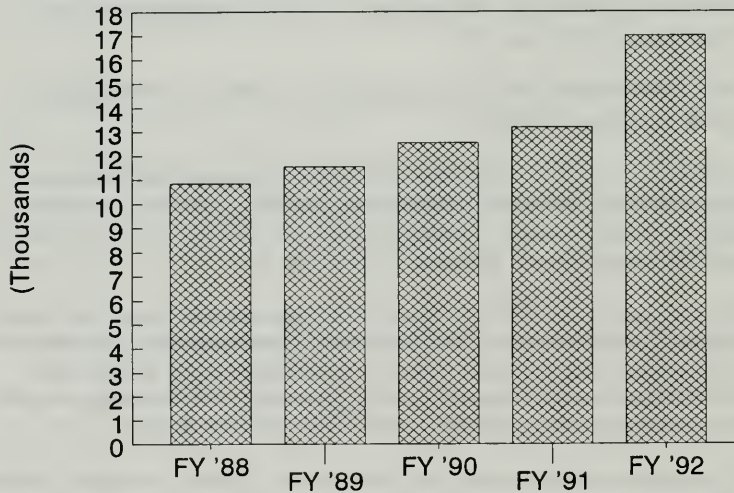
As a result, the department's social workers and direct care institutional staff conducted investigations and assessments, made court appearances, provided counseling, arranged services and treatment, filled out reams of paperwork, and did their best for the children and adults who needed their protection and guidance. (See Table 1)

Five years after its creation by the 1987 Legislature, the Department of Family Services is poised to move forward with a number of solid initiatives. These initiatives, outlined in the division reports that follow, are intended to make a real difference to the children and families the department serves. From an agency-wide perspective, the following are critical to the department's ability to meet the steadily increasing demand for services:

- the widely recognized need for more services that treat children and support families in the community, whether the children are classified as abused, delinquent and/or emotionally disturbed;
- the need to refinance services with federal dollars, and to reinvest the saved general fund dollars in reshaping the "system" into one that is more clearly focused on meeting needs of those we serve; and
- the reactivation of the state and regional citizen advisory councils, with a definite and continuing role in the department's planning process.

To the majority of Montanans, Department of Family Services clients -- abused or forgotten children and adults -- are not particularly visible. Children cannot, and abused elderly and developmentally disabled adults probably do not, vote. They can't or don't rally behind a bill before the legislature, call the Governor, or lobby for the protection and services they need. But through the department's regional and state councils, they do have a voice. The department would like to express its sincere appreciation to regional and state family services council members, some of whom have stood by the department for five, at times frustrating, years. Local people make the best advocates for local needs, and the department values council members' commitment to the families and children in their communities.

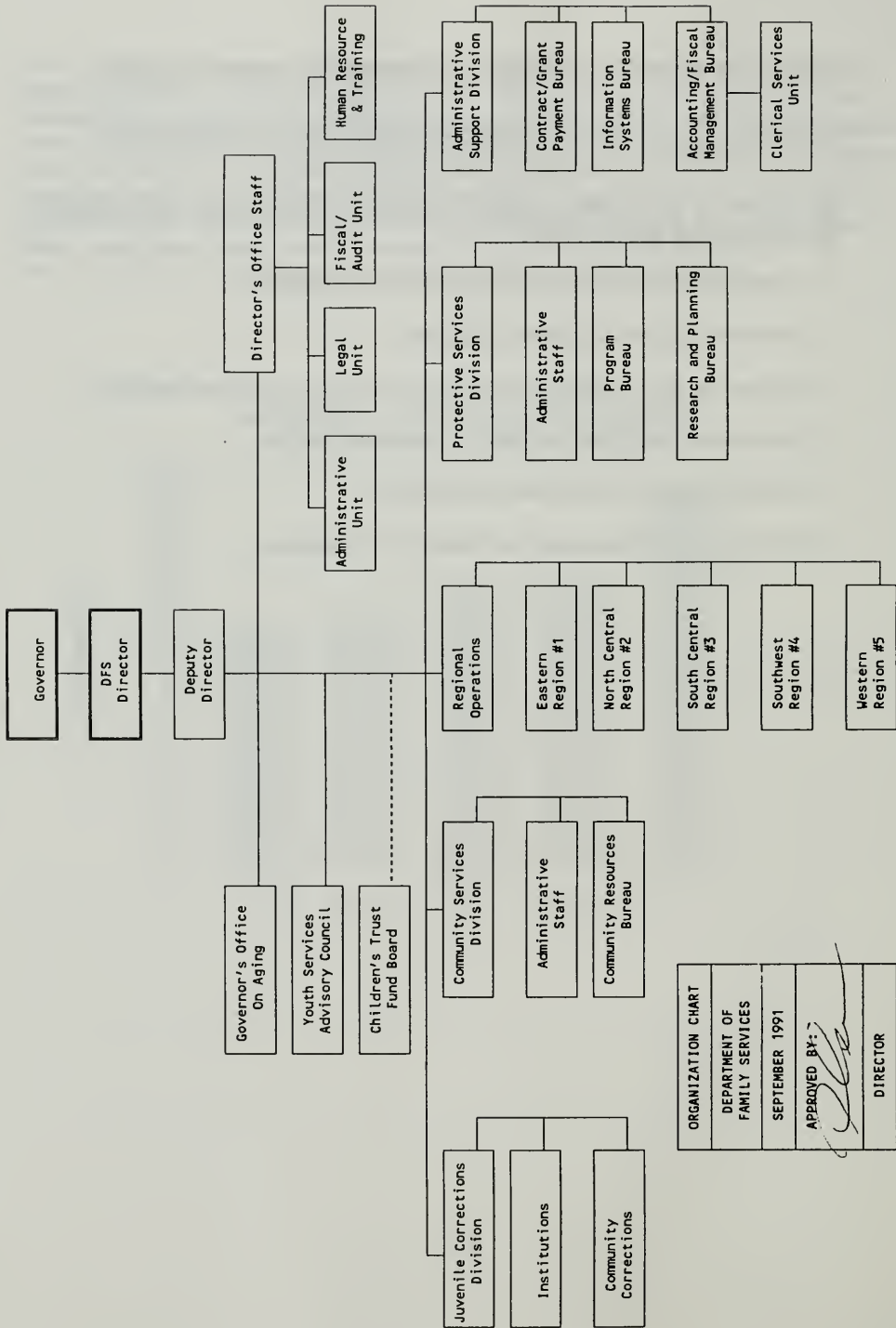
Reports: Child Abuse & Neglect



FAMILY SERVICES ADVISORY COUNCIL PLANNING GOALS

At their November 12th and 13th 1992 meeting, members of the state Family Services Advisory Council adopted the following goals for the department:

- To maintain the current level of general fund support while increasing federal funding for increased staff and/or services.
- To decrease the rate of increase in protective services incidents.
- To decrease the rate of out-of-home placements.
- To decrease the rate of children moving from less to more restrictive placements.
- To decrease the rate of children placed in institutional settings.
- To reduce the length of institutional commitments.
- To increase public awareness and knowledge of DFS programs.



ORGANIZATION CHART
DEPARTMENT OF FAMILY SERVICES
SEPTEMBER 1991
APPROVED BY: <i>[Signature]</i>
DIRECTOR
<i>[Signature]</i>
GOVERNOR

A HISTORY OF THE MONTANA DEPARTMENT OF FAMILY SERVICES

- September 18, 1985 At a speech to the Montana Correctional Association, Governor Schwinden announces that he will "appoint an advisory council to review the existing youth justice system and prepare recommendations to the 1987 Legislature."
- November 18, 1985 The Council on Reorganization of Youth Services is appointed and charged with "recommending ways to reorganize and improve the delivery of services to Montana's problem youth." Gary Buchanan, an investment broker in Billings, serves as chair. Executive Order No. 13-85.
- September 17, 1986 Report to the Governor from the Council on Reorganization of Youth Services is released, recommending "a new department which consolidates...youth institutional programs, the child protective services program, the aftercare program, and the youth court probation services." The report recommends "local youth services planning boards within each multi-county service area to ensure a broad based community plan with community-based support and to develop a local plan for children and youth services in their area."
- January 20, 1987 HB 325 to create a new Department of Family Services and establish local youth services advisory councils is introduced by Rep. John Mercer, et al.
- April 24, 1987 HB 325, amended to exclude youth court probation services, is signed into law by Governor Schwinden.
- July 1, 1987 The Department of Family Services is implemented. Governor Schwinden appoints Gene Huntington as the first director. SRS's Community Services Division, and the Department of Institutions' two youth correctional facilities (Pine Hills and Mountain View) and aftercare services program form the core of the new department. Field operations are organized under five regions.
- An 18-member State Youth Services Advisory Council is appointed, with Jim Canan, retired BIA administrator from Billings, as chairman. Ten seven-member local youth services advisory councils are also appointed.

November 6, 1987	Governor Schwinden tells the first Local Youth Services Council Conference, "Your advice will determine the direction of the Department of Family Services and shape the services we provide our troubled youngsters."
September, 1988	Local youth services advisory councils present their objectives to the department in the <u>FY'89 Youth Services State Plan</u> .
October, 1988	The department's newsletter reports "In its first year of operation, Family Services came in just 1% below its \$31 million budget."
January, 1989	The Stephens' Administration commences. Leon Houglum, Billings, is appointed as director, but Governor Stephens withdraws Houglum's nomination. Garry Rafter, retired Superintendent of Schools from Hobson, is appointed as chair of the State Council.
January 27, 1989	Bob Mullen, Richland County Commissioner, is appointed as director.
April, 1989	Through HB 100, the Human Services Joint Subcommittee directs the department to "develop a plan for the implementation of a continuum of youth services for the State of Montana to be presented to the 52nd Montana Legislature."
May 19, 1989	HB 200, the Montana Child Care Act, is signed into law. The legislation designates DFS as the lead agency for day care and establishes a Child Care Advisory Council appointed by the Governor.
June, 1989	The <u>FY 90 Youth Services State Plan</u> is published.
October 6, 1989	The Office of Budget and Program Planning releases its final FY 90-91 General Fund Reversion Targets. The department is to revert \$1,294,151 for the biennium.
December 13, 1989	Meeting in Billings, the State Youth Services Advisory Council and local chairs establish seven major priorities for the department.
March 30, 1990	Governor Stephens initiates a three-month study of the department, headed by Dennis Taylor, saying "We are absolutely determined that no youth in need of service goes without that, or that any child is neglected or hurt because the state doesn't live up to its responsibilities."

April 30, 1990	Hank Hudson, Montana's Aging Coordinator, is named interim director of the department.
July 5, 1990	Taylor presents his <u>Report to the Governor and Human Services Subcabinet on ways to improve child and family services in Montana and to strengthen the Department of Family Services</u> . The report concludes that "Montana's child and family services are stretched to breaking point."
July 9 & 10, 1990	The Governor's Conference on Children, Youth and Families is held in Helena. Most participants believe that Montana needs a separate state agency devoted to children's services.
August 28, 1990	Governor Stephens commits to continue the department and presents a "ten-point program aimed at solving serious organizational and services delivery problems" within the department.
October 1, 1990	Tom Olsen, Project Director of Children, Youth and Family Services for the Texas Health and Human Services Coordinating Council, is appointed as the department's fifth director.
December, 1990	The <u>HB 100 Report</u> concludes that the department is adequately serving the great majority of children receiving services, but needs an additional 190 FTEs and a comprehensive management information system.
January, 1991	A federal Department of Justice team investigates conditions at Pine Hills School for Boys in response to a civil rights complaint.
April, 1991	Through HB 3, the legislature approves FY 90-91 supplemental requests for foster care and Native American placements (\$968,773); Mountain View (\$32,251); and Pine Hills (\$72,583).
April, 1991	The legislature appropriates \$905,000 to the department for the biennium to begin the design, purchase and implementation of a Management Information System. (The January 1992 Special Session reduced this amount by \$260,750.) Department staff increase by 6 state office FTEs, 8 field staff, 5 institutional staff, and 2.75 FTEs with additional flexibility in staffing for DD targeted case management.
May, 1991	HB 2 mandates the department to develop a continuum of services plan to be presented to the legislative finance committee in 1991. The goal of the plan is to develop a comprehensive child welfare system by July 1, 1993.

- May 15, 1991 HB 977, transferring state funding for the Medicaid Inpatient Psychiatric Under 21 Program from SRS to DFS, is signed into law.
- July 1, 1991 The department is reorganized to include two new divisions: Community Services and Juvenile Corrections. Community Services is responsible for development of the continuum of services, and Juvenile Corrections for the juvenile correctional facilities, youth detention, aftercare and community-based corrections programs.
- July 1991 The department applies for and is awarded a \$2.5 million a year federal Day Care Development Block grant.
- August 9, 1991 Rep. Royal Johnson, an investment broker and farmer from Billings, is appointed as Chairman of the State Youth Services Advisory Council by Governor Stephens.
- September 30, 1991 Governor Stephens issues an executive order reducing the FY92 funding of executive branch agencies to cover an anticipated \$105 million deficit. For DFS, this represents a \$2,273,989 cut.
- October, 1991 DFS awards contracts to four private agencies to provide targeted case management services to Montanans over 16 with developmental disabilities, who live in rural areas.
- December 2, 1991 The department announces the availability of \$1,038,389 federal Child Care Block Grant funds to help low-income families pay for child care.
- January 6, 1992 A legal challenge to the Governor's authority to cut agency budgets leads to a special legislative session, which approves a \$2,202,939 supplemental for foster care. The net outcome for the department is a \$659,943 increase for FY 92, and an \$877,389 decrease for FY 93. Funding for the management information system is reduced by \$260,750 with the understanding that the project will be undertaken in-house rather than contracted to the Department of Administration.
- The department issues a completely revised Children's Services policy manual.
- January 28, 1992 First meeting of an interagency Refinancing task force created to study refinancing options for human services and education in Montana.

April 15, 1992	Governor Stephens creates a 15-member Family Services Advisory Council chaired by Joan-Nell Macfadden of Great Falls. The former Youth Services Advisory Council becomes the Juvenile Justice State Advisory Council.
April 23, 1992	First meeting of the Juvenile Corrections task force, a group brought together to advise the department as it redesigns Montana's juvenile corrections system. Center for the Study of Youth Policy staff attend and agree to provide technical assistance.
May 4, 1992	The department issues an RFP for technical assistance to develop a comprehensive refinancing package.
May 14, 1992	Governor Stephens announces his plan to "make agency reorganization a part of the budget process." The plan would combine SRS and DFS into one Department of Human Services, and return juvenile corrections to a Department of Corrections. DFS is required to submit a joint Human Services FY 94-95 budget request to the Governor's Budget Office.
June 15, 1992	Mountain View School expands its youth evaluation program to accommodate boys. Director Tom Olsen notes that shifting the evaluation of boys from Pine Hills to Mountain View is "one of the first steps in a major overhaul of Montana's juvenile corrections system."
July 6, 1992	The legislature meets in special session to consider the Governor's proposal to raise \$116 million to balance the state's budget by mid-1993. The department's budget is unchanged.
July 6, 1992	Mountain View School takes another step toward becoming a fully coeducational campus. Boys are accepted as regular commitments.
July 29, 1992	The State Family Services Advisory Council holds its first meeting. The Council decides to seek legislation to make the existence of such a council mandatory, and to assume an advocacy role for local services needs.
October, 1992	The federal report of the findings from the investigations of civil rights violations at Pine Hills is released to the Governor and DFS. No formal legal action is taken, pending department reforms.

- November 9, 1992 Federal Department of Justice investigators arrive at Mountain View School to evaluate conditions in response to a civil rights complaint.
- November 12, 1992 Meeting in Billings, the State Family Services Advisory Council adopts seven goals to guide their efforts to improve services and assist the department. The Council decides to send a letter relating to services for the seriously emotionally disturbed to the Racicot Administration, suggesting that responsibility for these services belongs in one agency, that being DFS.
- November 23, 1992 Governor-elect Marc Racicot nominates SRS deputy director Hank Hudson as DFS director.

ADMINISTRATIVE SUPPORT DIVISION

Division Overview:

The Administrative Support Division is responsible for the accounting, budgeting, reporting and data processing functions for the department, and provides clerical support for the state office. The division's three bureaus perform the following functions:

- **Accounting and Fiscal Management Bureau:** Staff: 7
 - budgeting;
 - the payment process; and
 - state and federal reporting.
- **Contract, Grants and Payment Bureau:** Staff: 7
 - payments for foster care and other contracted service providers;
 - fiscal management of subcontractors and subgrants; and
 - management information relating to foster care, contracts and grants.
- **Information Systems Bureau:** Staff: 6
 - management of data processing resources for the entire department;
 - development and maintenance of automated systems for both fiscal and programmatic applications; and
 - providing technical support to all department staff.

The clerical unit's five staff provide administrative services to state office staff.

Administrative Support Division Goals:

- to ensure prompt and accurate processing of payments to foster care and other service providers, and to ensure that payments are processed according to state and federal regulations;
- to ensure that financial transactions are recorded in such a way as to assure the integrity of the accounting system, and to comply with state and federal laws and regulations;

- to provide timely, accurate accounting and administrative information to assist DFS staff in monitoring budgets and to provide reliable information about department activities;
- to revise division policies, procedures and informational capacity to respond to the changing needs of the regions and state office due to changes in state or federal regulation or statutes; and
- to furnish current computer technology, develop effective information systems and provide other related services to enable DFS staff to use their time more efficiently.

Administrative Support Division Accomplishments FY 91-92:

- **Developed and implemented a billing system and procedures for case management services for adults with developmental disabilities.**
- **Coordination of Medicaid payments:** Division staff developed and implemented procedures to coordinate payments from the Medicaid program and DFS for under age 21 Inpatient Psychiatric and residential treatment.
- **Developed a new random moment time study** to properly record and make the best use of federal funding sources for field staff. In prior years DFS used the system developed by SRS. DFS developed a new system with appropriately weighted, in-depth questions that better reflect the functions of the field staff. The new system provides a more equitable method of determining the proper funding source, allows on-line computer entry of social worker activities, and provides immediate access to that information.
- **Installed personal computers in field offices throughout the state.** Division staff supported the state office computer network and two smaller networks (Mountain View and Aging), and provided technical assistance, support and training to field staff.
- **Developed a new computerized system to track youth** placed under the Interstate Compact on Juveniles (ICJ). The ICJ covers youth either placed in Montana from other states, or placed into another state by Montana.
- **Computerized a number of existing forms** that were previously completed manually and distributed the computerized formats to local offices.
- **Obtained a model information management system and prototype from the State of Iowa:** Division staff reviewed other state systems and determined that Iowa's

design most closely matched Montana's technical requirements. The Iowa model will be used as the basis for refining our requirements and designing our database.

- **Implemented new accounting policies that are consistent throughout the department.** In addition, more training has been provided to personnel at all levels, with adequate supervision and review of work to help reduce errors.
- **Developed a system to properly record and track all DFS equipment.**
- **Prepared and implemented 117 contracts with day care providers** expending funds received from the Day Care Block grant.
- **Implemented contracts with Native American Tribes** for the provision of foster care services to IV-E eligible tribal children.

Administrative Support Division Ongoing Initiatives:

- **Prepare financial analysis and projections on the effects of changing the funding sources for children's services:**
 - Develop policies and procedures regarding payment for services using new funding sources. Review and revise the payment system to facilitate processing of payments in accordance with the requirements of new funding sources, including Medicaid funding for the treatment costs of therapeutic youth group home and therapeutic foster care services, and IV-A Emergency Assistance funds.
 - Provide staff training and develop procedures to process an increasing volume of payments with more complex processing requirements.
- **Develop policies and procedures to monitor third party contributions** such as parental contributions through Child Support Enforcement and Social Security Income.
- **Continue to monitor increasingly complex contract procedures for foster care and other service providers.** In recent years, contracts with providers have expanded to include contracts with Native American Tribes, and the Medicaid Under Age 21 In-patient Psychiatric and residential treatment programs. Contracts such as those for family-based and "wrap-around" services are designed to meet very specific, individual needs, and are therefore becoming increasingly specialized.
- **Collect the statistical information necessary to analyze the Medicaid Under Age 21 In-patient Psychiatric and Residential Treatment programs.**

- **Develop and implement a Child Support Enforcement coordination process** to enable SRS to obtain correct data for federal reporting, and to enable both departments to submit corresponding data for the IV-E related child support.
- **Develop and implement a new Trust Account System** which enables on-line access to the trust accounts of foster care children. Current balances are displayed on a daily basis, which enables better management of the program.
- **Continue development of the property and equipment inventory** to properly tag and record all DFS equipment in a timely manner and as required by state law.
- **Continue development of the new DFS management information system (MIS):**
 - Evaluate the existing management information system to determine which elements are necessary for the new system;
 - Modify and enhance the Iowa model to create a system that meets the needs of DFS caseworkers and managers; and
 - Continue to work with user groups to determine what information and improvements staff want from the new information system.
- **Install new and upgrade existing computer networks** in all regional offices and correctional facilities. The new local area networks will provide mainframe access to accounting and client information.
- **Continue statewide training and support** for field and state office staff in the use of word processing and other office automation software.

COMMUNITY SERVICES DIVISION

Division Overview:

The Community Services Division (CSD) is responsible for development of and monitoring the continuum of care and services for children and youth. This system-wide responsibility requires a close working relationship with education, mental health, juvenile corrections and other state and local public agencies.

The CSD state office is responsible for:

- establishing priorities, issuing requests for proposals and awarding contracts for new state-level services in the continuum;
- providing technical assistance to state agencies, DFS field staff and direct service providers;
- issuing annual contracts with family-based services, group care providers, child care agencies and residential treatment centers;
- maintaining the department's classification model and rate matrix for all youth care facilities under contract with DFS;
- collecting information from regional offices on all youth placed out of state by DFS or youth court probation offices; and
- promoting the development of in-state resources to meet the needs of youth who would otherwise be placed out of state.

The CSD field staff are responsible for:

- assessing and coordinating existing services in identified communities, ranging from prevention and in-home family-based services through alternatives to inpatient psychiatric hospitals and youth correctional institutions;
- identifying gaps in service and initiating community responses to fill those gaps;
- identifying problems within the service delivery system and working within DFS and with other agencies to find solutions;
- developing new services, where needed, and providing technical assistance or grant writing expertise to local agencies who desire to change or expand their program to better meet the needs of children, youth and families;

- providing program-specific training, as needed; and
- monitoring DFS contracts with local providers of family-based services, therapeutic foster care, group homes and child care agencies.

Community Services Division Goals:

- to improve the continuum of services and care for children and youth in Montana;
- to develop a state plan for the continuum of services and care for children and youth in Montana;
- to identify gaps in the continuum of services and care, and develop new facilities and programs to fill those gaps;
- to identify and resolve issues of the cost of services and care in the continuum; and
- to develop state and local agency linkages for planning, funding and monitoring the system of care and services.

Community Services Division Accomplishments FY 91-92:

- **New family-based services programs:** Requests for proposals were issued and eight new contracts were awarded for family-based services programs in Billings, Bozeman, Butte, Great Falls, Havre, Helena, Kalispell and Missoula. Each program will serve 20 families annually and will prevent the out-of-home placement of at least one child or youth from 75% of the families served. The Division provided initial training through Homebuilders for all FBS staff in the state.
- **New therapeutic foster care programs:** Requests for proposals were issued and two new contracts were awarded for therapeutic foster care programs in southwestern and northwestern Montana. The programs will serve an additional 12 youth. A new contract was awarded to In-Care Network, a therapeutic foster care program serving Native American children.
- **Group home contracts issued:** CSD entered into new contracts with several group care providers in the state. An eight-bed home for boys who have completed chemical dependency treatment began operation in Jefferson City. A former foster care home in Trout Creek expanded its program and was approved as a 12-bed group home. An eight-bed group home in Helena expanded its program from a regular group home to an intermediate care facility. A new 16-bed child care agency in Condon was awarded a contract and will serve three or four additional youth who are placed by DFS or youth court probation.

- **Statewide on-site visits:** State CSD staff visited all of the licensed youth group homes and child care agencies under contract with DFS in the state over the past year to obtain a clear profile of where each of the programs "fit" in the continuum of care, and provided technical assistance or consultation to several boards of directors and/or their staff.
- **Matching funds for AWARE facility:** The Division provided matching funds to enable AWARE, Inc., a provider of Intensive Therapeutic Group Care, to secure funding to build three new group homes in Butte. These homes serve youth who would have been placed out of state.
- **Developed a single application for residential care:** The new single application was developed through the Public-Private Advisory Task Force and the Montana Residential Child Care Association and has been implemented by the department and provider agencies.
- **Developed a "Residential Care Resource Directory":** The new directory was developed, printed and disseminated to social workers, probation officers, other placing agencies and providers.
- **Collaborative initiative for emotionally disturbed youth:** CSD participated with the DFS Protective Services Division, the Mental Health Division of the Department of Corrections and Human Services (DCHS) and the Child and Adolescent Service System Project, on the development of a formal agreement and DFS and DCHS contracts with the Board of County Commissioners in Missoula county. The joint effort resulted in a "Missoula County Plan for Services for Seriously Emotionally Disturbed Children and Youth" which will guide state and local-level funding efforts for the continuum of services in Missoula County.

Community Services Division Ongoing Initiatives:

- **Continue the development of the continuum of services** which began in FY 92 and expand the eligibility for access to these services by parents and children who are not under the care or custody of DFS or youth probation:
 - Promote the development of in-state secure care treatment and "step down" services for those youth who require this level of treatment and who would otherwise be placed out of Montana for these services;
 - Begin to address the need for "transition programs" from children's services to adult services in the continuum of care for developmentally disabled, mentally ill, and/or emotionally disturbed youth and young adults;

- Assist the DFS Juvenile Corrections Division with the development of community-based alternatives to Pine Hills and Mountain View Schools;
- Upgrade or expand existing services by continuing to work closely with boards of directors of community agencies and their staff to more clearly target the population of children, youth and families most in need of a specific service;
- Assist the Mental Health Division of DCHS with its development of local mental health services for children, including targeted case management for emotionally disturbed children, school-based day treatment programs, crisis stabilization and respite care for families; and
- Continue to work closely with the demonstration project begun with the Board of Missoula County Commissioners to model an approach to a state and local government/public school/hospital/private provider partnership for planning and funding services for emotionally disturbed youth.
- **Increase the available options of community-based services that are funded by Medicaid or other sources:**
 - Attempt to slow the rate of increase in the development of inpatient psychiatric services and residential treatment facilities that are funded by Medicaid;
 - Continue to promote the purchase of community-based services by third party managed care companies as alternatives to inpatient psychiatric hospitals; and
 - Continue to assist local DFS staff, probation officers and other agencies with the development of Wraparound Services, Special Needs Alternative Plans, Medicaid waiver programs and other local options to higher levels of out-of-community or out-of-state care.
- **Coordination of services:**
 - Continue to work with the Office of Public Instruction on finding solutions to funding for special education programs in residential treatment facilities and less restrictive environments; and
 - Continue to provide technical assistance and consultation to state and local agencies, providers and consumer groups on program development and provision of services.
- **Redo the classification model and rate matrix for DFS funding of therapeutic foster care and group care.**

JUVENILE CORRECTIONS DIVISION

Division Overview:

Montana's youth courts refer approximately 400 youth to the Juvenile Corrections Division (JCD) each year. All referred youngsters are adjudicated juvenile delinquents who need services beyond those youth probation officers can provide. The Juvenile Corrections Division is responsible for institutional care and community-based aftercare or parole services for adjudicated delinquents. Currently, the Juvenile Corrections Division has two state office staff and provides the following programs:

- Pine Hills School: a 100-bed secure facility that provides clinical, academic, vocational and residential care services.
Staff: 118 Annual Budget: \$4.2 million
- Mountain View School: a 57-bed, medium security, residential care facility that provides clinical, academic, vocational and direct care services.
Staff: 68 Annual Budget: \$2.2 million
- Billings Transition Center: an eight-bed residential care home that provides life skills training and related services to youth preparing to return to their homes after commitment to a state correctional institution.
Staff: 5 Annual Budget: \$165,791
- Youth Evaluation Program: an eight-bed residential care facility responsible for providing care to youth who are being evaluated by order of the youth court.
Staff: 6 Annual Budget: \$134,622
- Community juvenile parole services (aftercare): Seven regionally placed workers are responsible for supervising and designing programs for youth released from the state correctional institutions.
Staff: 7 Annual Budget: \$205,768

The division is also responsible for providing court ordered evaluations, specialized juvenile sex offender treatment and interstate compact services.

Juvenile Corrections Division Goals:

- to design and implement an effective intake and referral system that includes the use of a reliable placement guideline instrument;
- to ensure that only those youth in need of secure care are committed to Montana's juvenile corrections institutions, and that those facilities offer the appropriate programs;

- to determine the need for, develop and fund a range of community-based services appropriate for juvenile corrections youth;
- to develop a regional case manager system to supervise corrections youth;
- to increase family involvement with juvenile corrections youth;
- to address the disproportionate representation of Native American youth in the juvenile corrections population;
- to assess the division's management structure, and better utilize and train staff to ensure organizational and program effectiveness;
- to coordinate and collaborate with other DFS divisions and regions, youth court workers, and other service providers to ensure service continuity and the best use of available resources; and
- to assure that existing funding is used in the most meaningful and efficient manner.

Juvenile Corrections Division Accomplishments FY 91-92:

- **Developed a plan to restructure Montana's juvenile corrections system:** The plan calls for a comprehensive, statewide classification system, reduced reliance on secure care facilities, and the creation of a range of community-based programs.
- **Created a bi-partisan task force** to assist the department in restructuring the juvenile corrections system. The task force includes representatives of Montana's legislature, judiciary, probation officers, and educational and mental health systems.
- **Engaged two national groups to provide technical assistance** to Montana's restructuring effort: the Center for the Study of Youth Policy and the American Correctional Association (ACA). The ACA will assist with financing and contracting issues. Center for the Study of Youth Policy consultants are assisting in the development of a placement guideline and in marketing aspects. Both groups are providing assistance at no cost to Montana.
- **Developed a Placement Guideline:** With the assistance of the Center for the Study of Youth Policy and the task force, the division has designed a classification instrument that will help judges and probation officers decide which youth are appropriate for placement in secure care.

- **Implemented SJS treatment guideline:** JCD adopted the "Strategies for Juvenile Supervision (SJS)" intervention guideline. The SJS assists staff in developing intervention plans for delinquent youth. Training was provided to division staff, probation officers, private care providers, and detention facility staff.
- **Reassigned staff to improve services:** Two half-time positions were reassigned to aftercare in high referral areas. A state office position was created to coordinate field services. Mid-management institutional staff were reassigned to direct care and quality control positions.
- **Improved staff training** by scheduling ongoing education for all institutional staff members.
- **Employed a full-time division psychologist** to assist in developing and enhancing institutional and community-based treatment programs. The psychologist will assist in identifying youth who are seriously mentally ill, and finding alternative, appropriate placements.
- **Implemented treatment teams in Pine Hills and Mountain View schools:** This multi-disciplinary approach improves staff coordination and ensures greater consistency in implementing treatment plans for youth.
- **Eliminated the 45-day evaluation program at Pine Hills School** by providing a coeducational evaluation program at Mountain View School. (Because the legislature required that DFS begin charging counties for evaluations, between July 1 and October 31, 1992, only six evaluations were requested, compared to approximately 40 for the same time period in previous years.)
- **Developed a system to address interstate compact demands:** The division implemented a system that more quickly and efficiently responds to receiving and sending states' requests.

Juvenile Corrections Division Ongoing Initiatives:

- **Implement a standardized, statewide system to classify youth and suggest the most appropriate placement and treatment:**
 - Conduct a six-month pilot project to test the placement guideline in five western judicial districts; and
 - Implement the placement guideline and pre-adjudicatory classification of referred youth on a statewide basis.

- **Develop a full continuum of care for adjudicated delinquent youth:**
 - Redefine the mission of Pine Hills School as a facility for high risk, serious offenders, and develop a high quality, long-term clinical, educational and vocational program to meet their needs;
 - Shift the program emphasis at Mountain View School by implementing a multi-disciplinary team system, and designing a new short-term program for youth who need to be removed from the community but do not require secure care;
 - Divert low risk youth to community-based programs designed to deal with the specific needs of juveniles offenders;
 - Develop the funding and resources to appropriately place adjudicated delinquents who are seriously mentally ill;
 - Integrate juvenile corrections services with appropriate local, county, state and federal private and public agencies serving youth; and
 - Collaborate with the private sector and the DFS Community Services Division to develop services that are needed to complete continuum of care, concentrating on residential and foster care services.
- **Ensure that secure care facilities effectively treat appropriately committed youth:**
 - Meet and exceed American Correctional Association accreditation standards;
 - Develop comprehensive policies and procedures for both correctional institutions;
 - Implement quality assurance systems in both institutions; and
 - Establish a means of insuring that correctional facilities do not exceed their intended population capacities.
- **Assist in the development of a management information system to track youth and ensure service quality and system accountability.**

- **Examine existing and potential funding sources** to determine the best use of resources and to identify funding support for additional needs:
 - Identify and acquire adequate financial support to support the development of community-based options for youth who do not need a secure, institutional placement.
 - determine federal match monies that corrections youth qualify for;
 - implement parental contributions procedures to generate program support funds; and
 - secure private or public funding to support transition needs necessary to develop and implement local programs.
- **Develop a five-year master plan** for juvenile corrections programs and facilities.

PROTECTIVE SERVICES DIVISION

Division Overview:

The Protective Services Division's 14 staff members develop statewide rules, policies and procedures for:

- adult and children's protective services
- licensing
- state supplemental payments
- interstate compact on children
- day care
- foster care
- adoption
- case management

The division develops federally required state plans for child welfare services, youth with emotional disturbances and child care, and manages federal grants which total \$3,628,518 in fiscal year 1993:

	Federal \$
Basic Child Abuse & Neglect State Grant & Baby Doe Grant	129,401
Children's Justice Grant	71,060
Independent Living Grant	244,190
Child Care Block Grant	2,780,167
Domestic Violence Grant	160,000
Refugee grants (Job Links and Social Services)	193,700
Dependent Care Grant	50,000

The division also carries out routine administrative duties in the following areas:

- the fair hearing process
- audit clearance
- interstate compact on placement of children
- child trust accounts
- SSI state supplement payments

The Protective Services Division is comprised of two bureaus, the Program and Research & Planning bureaus.

- Program Bureau:
 - develops and implements policies for all DFS programs administered through the five regions, and
 - manages contracts for Big Brothers/Big Sisters and targeted case management for people with developmental disabilities.

- **Research & Planning Bureau:**
 - planning for family foster care, child day care and the refugee program;
 - measuring and evaluating the department's success in protecting clients and improving child day care; and
 - developing forms, checklists and other resources to assist department staff and contracted service providers.

Protective Services Division Goals:

- to provide consultation, technical assistance and training to regional administrators and social worker supervisors on policies and procedures;
- to increase the recovery of federal funds;
- to establish and implement a quality control system for case records management;
- to improve DFS services to Native Americans;
- to encourage permanent plans for children in the agency's care and custody for two years or longer;
- to coordinate and collaborate with SRS on child support, child care, services to individuals with developmental disabilities, and the Inpatient Psych program.

Protective Services Division Accomplishments FY 91-92:

- **Increased Services to Native American families:**
 - DFS has negotiated & signed state/tribal agreements with all seven reservations so Native American children can meet federal requirements to receive federal foster care (IV-E) funding.
 - DFS has negotiated purchase-of-service contracts with tribes on four reservations allowing the tribes to hire staff to manage IV-E foster care services. The contracts allow DFS to carry out its legal mandate to serve eligible Native American children and greater utilization of federal funds. The contracts also allow tribes to hire staff and make payments to foster parents.
- **Revised Children Services and Administrative policy manuals:** The DFS policy manual had not been updated since the agency was created, a fact that was noted in legislative audits. The revision process included all levels of DFS field staff and focused on clarifying essential requirements. Legal cites were updated.

- **New format for policy training:** Under the new policy training format, regional administrators and supervisors are trained by central office staff. Supervisors then train their staff. On-site regional training allows supervisors the opportunity to clarify policy requirements, and encourages interaction between supervisors and central office staff.
- **Targeted Case Management for the Developmentally Disabled:** By implementing targeted case management for adults with developmental disabilities, Montana now has social workers and supervisors whose sole responsibility is to provide services to developmentally disabled individuals. This has resulted in lower caseloads, better services to clients, and the recovery of additional federal funds through Medicaid.
- **Child Care & Development Block Grant:** DFS successfully applied for a federal grant for \$2.5 million to improve and expand child care resources in Montana. The grant was designed to make child care available to low-income working families, and to improve the quality of child care services through provider training and training of DFS day care licensing and payment staff. Each month, the grant has provided day care assistance to the families of approximately 600 children.
- **Creation of Child Care Advisory Council:** The 1989 Legislature mandated that an advisory council be established for child care in Montana. DFS provides staff for the council, and has assisted in creating and distributing the state's first child care state plan, which includes recommendations on all aspects of child care.
- **Uniform sliding fee scale for all child care programs:** DFS and SRS collaborated to establish a uniform sliding fee scale for all child care programs requiring co-payment administered by the two agencies. The uniform sliding fee scale makes program administration easier and is less confusing to the families needing child care.
- **Statewide Resource & Referral agency coverage:** Child care Resource and Referral (R&R) agencies were expanded to cover every area of Montana. R&Rs help families find quality care, assist new child care providers, train child care providers, and determine families' eligibility for various day care programs. DFS funded a Resource and Referral Coordinator to standardize and improve the services available statewide.
- **VISTA volunteer mentor project and foster parent recruitment/retention project:** DFS received a grant from the federal government for VISTA volunteers to help older children in foster care prepare for independent living through a mentor program. VISTAs have also assisted in the recruitment and retention of family foster parents. Two hundred new foster families were recruited through efforts by VISTA volunteers.
- **Youth camp:** Through the federal Independent Living grant, a youth camp was held for foster children 16 years of age and older to further develop the skills needed to live independently.

- **Participation Agreement with the Montana Casey Program:** A private/public partnership agreement was signed between DFS and Casey Family Foster care program. Casey provides case management and supplemental services while DFS provides basic room and board. The agreement frees DFS staff and provides a permanent home for the child.
- **Post adoption services to adoptees of the Shodair program:** Montana Children's Home (Shodair) ceased being an adoption agency in 1992. DFS assumed responsibility for assuring that people adopted through that agency have access to background information from the records of the defunct agency.
- **Collaborative research with Montana State University:** DFS collaborated with Montana State University on a research project which provided important analysis of child abuse and neglect data from the state protective service information system. MSU graduate students and faculty were provided with an opportunity to work with real data to do research on behalf of children.

Protective Services Division Ongoing Initiatives:

- **Increase the recovery of Medicaid funding for the treatment costs of therapeutic youth group home and therapeutic foster care services** under the Rehabilitative Services option. An advisory group of providers and DFS field staff has been established. Rules to define therapeutic youth group homes as medical providers eligible for Medicaid reimbursement are in the administrative rule review process. Effective January 1, 1993, therapeutic youth group home providers will be eligible to enroll in the Medicaid Program and be reimbursed for the treatment costs of services they provide. Medicaid reimbursement for therapeutic foster care services will be initiated when the department has defined the levels of care.
- **Increase the recovery of IV-A Emergency Assistance funds** to refinance short-term family support services, out-of-home care and administrative costs. An interagency task force is reviewing the responses to a request for proposals from consultants with experience in developing refinancing strategies in other states. The goal is to move toward a system that is driven by the need for services, not by current expenditure patterns or funding requirements.
- **Improve the use of federal IV-E funds for foster care.** Staff will conduct quarterly reviews to determine county-by-county IV-E utilization rates, and develop improvement plans and provide training.
- **Pursue Supplemental Security Income (SSI) eligibility for all youth in foster care** who have a disability that would enable them to qualify for SSI payments. DFS is issuing a request for proposals for a private contractor to submit the applications and

handle any necessary appeals. This will provide an increased source of funding beyond that which is currently available.

- **Expand the coverage for IV-E foster care contracts with tribes.** DFS will negotiate purchase-of-service contracts with the Blackfeet, Ft. Peck and Ft. Belknap reservations to allow the tribes to hire staff to manage IV-E foster care services. Pending legislative approval, the department will expand the contracts to include respite care and the foster child clothing allowance.
- **Update manual policies for adult protective services and licensing of all providers,** following the same procedure that successfully produced the childrens and administrative manuals.
- **Coordinate a case record review system for foster care.** Using a recently revised case management checklist, staff will review foster care records to ensure that essential federal and state requirements are met, and that federal funding is not jeopardized.
- **Pursue additional federal & private grants** as they become available. A grant writing task force has been created to identify sources and prepare a variety of grant proposals to address department needs.
- **Study of Montana's child care system.** DFS has a contract with the Montana Child Care Association (MCCA) for a 12-month study of the laws, rules, licensing requirements, payment system and administrative structures of child care services the state. The study's recommendations will be available in April, 1993.
- **Permanency Planning.** DFS will collaborate with the Montana Post Adoption Center in their efforts to obtain funding through the W.K. Kellog Foundation for a permanency planning project. Staff will review children's case records to ensure that permanent plans are implemented within appropriate time frames.
- **Improve parental contributions and Child Support Enforcement actions** to help fund foster care. PSD staff will work with the SRS Child Support Enforcement Division to complete policies and forms designed to increase parents' contributions to their children's foster care costs. DFS field supervisors will be trained in the new policies and procedures. Data on parental contributions will be monitored monthly and quarterly.

REGIONAL OPERATIONS DIVISION

Division Overview:

The Regional Operations Division is the department's newest division. Created as a distinct division in July 1992, Regional Operations encompasses the agency's five service regions:

- North Central Region
- Southwestern Region
- South Central Region
- Western Region
- Eastern Region

Every year, the Department of Family Services receives approximately 9,000 child abuse and neglect referrals affecting some 14,000 children. The department also receives approximately 1,500 reports of elder abuse, a number that is expected to grow rapidly in the near future. The division's 320 staff are responsible for:

- investigating all allegations of abuse and neglect of Montana's children and elderly;
- the direct provision of protective services to adults and children;
- case management services for adults with developmental disabilities; and
- licensing family foster homes, group homes, day care centers, child care agencies, adult foster homes, DD group homes, and child placing agencies.

Each region is administered by a regional administrator, and is afforded an equitable number of social workers to perform those protective service functions. Each region is advised by a Local Youth Services Advisory Council which serves as the link between local communities and the department. (There are three such councils in the Eastern Region.)

As part of its protective services responsibility, the Regional Operations Division manages the \$15 million foster care budget. This requires approving placements and authorizing financial payment for all children who are placed in family foster care, group care or residential treatment. This placement approval and payment authority covers placements made, not only by DFS social workers, but for children placed out of their homes by Montana's Youth Court (probation) staff.

Regional Operations Division Goals:

- to work with and, where necessary, reactivate and strengthen the local youth services advisory councils;
- to standardize procedures for managing the foster care budget;
- to develop regional prevention plans for the prevention of child abuse and neglect; and

- to establish benchmarks/best practice standards for child protective services and adult protective services and assess staff allocation.

Regional Operations Division Accomplishments and Ongoing Initiatives:

Since the division was created in July 1992, its accomplishments are limited and are therefore included with the initiatives section.

- **Standardized foster care budget reporting:** Fiscal officers in each region have been trained to use a standardized reporting format which includes the date a child is placed and the cost, and which places greater emphasis on the date of discharge to allow more accurate and timely foster care budget predictions.
- **Redistribution of Staff/Service Benchmarks:**
 - Phase I (completed): Staff allocation in relation to the number of reports of both child abuse and neglect, and elder abuse, has been reviewed by region. Comparisons completed include the population of children and the elderly to the number of social workers assigned to each region; and the percentage of child abuse and neglect reports to the percentage of total staff in each region.
 - Phase II: This will entail an analysis of current staff use, comparing direct service, supervisory and administrative support staff.
 - Phase III: The final phase will be the reallocation and actual transferring of staff among regions as necessary to ensure an equitable distribution.
- **Development of regional prevention plans:** Much has been accomplished to further the department's philosophical belief that family support is a preferable protection system to child removal. Making the child's or the elderly person's own home safe is both more cost effective and more therapeutically sound than the long-term removal of people, young or old, from their homes.

Notable prevention/family support initiatives include:

- **Contract with the Montana Council for Families (MCF)** for their direct assistance in developing regional prevention plans. MCF staff will meet with regional administrators and local youth services advisory councils in each region. Since the prevention of child abuse and neglect is, in the final analysis, the only solution to controlling the increase in demand for child abuse and neglect treatment services, each region needs to take an active role in collaborating with existing prevention agencies and organizations. The Montana Council for Families contract will allow regions to assume a lead role

in facilitating the prevention planning process, culminating in the development of five regional prevention planning documents.

- **Formation of Billings Elder Abuse Prevention Chapter:** On October 19, 1992, the Billings chapter of the National Committee for the Prevention of Elder Abuse became the first such chapter formed in the United States. As such, the Billings group received some start-up funding from the U.S. Office on Aging. The Action Agency in Montana is currently interested in developing other projects similar to the VISTA project that led to the formation of the Billings chapter. It is hoped that the Billings model can be replicated throughout the state, and that elder abuse prevention programs can be instituted in each region.
- **Increased regional involvement in prevention networks:** Regional administrators will increase their involvement with local prevention networks, specifically the local prevention councils that operate in several communities throughout Montana (including Kalispell, Columbia Falls, Missoula, Butte, Helena, and Bozeman.) The Billings Prevention Council's volunteer community caring program this year received an award as the President's 868th Point of Light.
- **Regional involvement in formation of Healthy Start programs:** Based on the Hawaii Healthy Start model, prevention programs in a number of Montana communities are working toward establishing para-professional, family support programs. Western Montana and Bozeman are particularly active. Each region and the broader department need to support this activity and tie it into their prevention plans.

INTERAGENCY COORDINATION AND COLLABORATION

The Traditional Approach

Traditionally in human services, agency organization and program administration have dictated how services are provided. As funding at all levels has become tighter, the tendency has been to focus increasingly on the requirements of various funding sources, rather than on the needs of clients.

The Collaborative Approach

The Department of Family Services is working with other Montana human service agencies to ensure that the service system's primary focus is on the client. To do this, Montana's human service agencies must plan and operate on a much broader, system-wide basis. And they must cooperate to achieve a common goal -- the creation a service system that will reduce the need for out-of-home care by developing more comprehensive community-based services that focus on the family.

Specific Accomplishments and Initiatives

1. Interagency Task Force on Refinancing (DCHS, DHES, DFS, OPI and SRS)

The Refinancing task force serves as a planning and monitoring vehicle, which prioritizes potential projects, ensures that progress is being made, and resolves any problematic issues. Joint cost containment initiatives include the following:

- Management of out-of-state placements of youth is being considered from the perspective of the total cost to the state, including educational costs.
- Rule changes to limit client eligibility for inpatient psychiatric care are also being considered.

Refinancing Initiatives include the following:

- Medicaid has been expanded to include therapeutic group and foster homes. By providing a higher level of care in the community, this provides children and their families with an alternative to residential treatment.
- The state Title IV-A plan has been expanded to include family support services and foster care provided on a short term basis. Title IV-A Emergency Assistance funds will be used to cover part of the staff cost for child abuse and neglect investigations, with the increased federal recovery to begin in FY 93.

- An effort is also underway to make more foster care children eligible for Social Security Income (SSI), and to thereby free state general fund for other services.

2. Services to Seriously Emotionally Disturbed Youth

(DCHS Mental Health Division, DFS Protective Services and Community Services Divisions, Missoula County and providers in the Missoula area)

Through a pilot project which began in Missoula in December 1991, community-based alternatives to higher levels of care are being developed for seriously emotionally disturbed youth. Planning for these services is being conducted at the local rather than the state level.

3. Case Management for Adults 16 and over with Developmental Disabilities

(SRS Developmental Disabilities Division, DCHS Special Services Division, and DFS Protective Services Division)

Under the coordinated case planning implemented in October 1991, case managers are able to "broker" services to ensure that clients are referred to the services they need. The emphasis of the program is on planning for each individual client, and to thereby ensure that the services provided effectively meet each client's needs.

4. Child Day Care

(DFS Protective Services Division and SRS Family Assistance Division)

- A jointly funded market rate study of day care rates will be used as the basis for rates for all state-paid child care programs, regardless of agency.
- The Governor's Advisory Council State Child Care plan focuses on improving the quality and affordability of child care.
- A joint effort has been made to ensure timely payment to providers on behalf of parents, and to enforce the requirement that some parents make a co-payment toward their day care costs.

250 copies of this public document were published at an estimated cost of \$1.36 per copy for an estimated total cost of \$340.00 which includes \$340.00 for printing and \$0.00 for distribution.